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ABSTRACT

Recommendations presented to the states of Arizona, California, Colorado, New Mexico, and Texas represent both an assessment of the demographic and educational challenges faced by these states, in which minority populations will become the majority in the foreseeable future, and a call for action to deal with these challenges. The report is the product of a committee of state policymakers, business leaders, and educators. It reviews demographic facts and economic consequences of population changes, particularly in the area of education. Twenty recommendations are related to the following goals: (1) education for a multicultural society (e.g., recognize student diversity and reflect it in educational policies and practices; expect all students to succeed); (2) keep minority students in school (e.g., provide a core curriculum at the elementary and secondary levels that challenges and prepares all students); (3) double the proportion of minority college graduates (e.g., improvement recruitment and selection procedures); (4) bring more minorities into teaching, educational leadership, and the professions (e.g., create environments that support minority students and fosters strong faculty-student relationships); and (5) use financial resources to promote equity in education (e.g., halt the erosion of student aid and examine loan programs in terms of effects on students' educational decisions). An executive summary of this report is attached. (LB)

ED 287428

# from MINORITY to MAJORITY

## EDUCATION AND THE FUTURE OF THE SOUTHWEST

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A REPORT AND RECOMMENDATIONS BY THE WICHE REGIONAL POLICY COMMITTEE ON MINORITIES IN HIGHER EDUCATION

WICHE

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# from MINORITY to MAJORITY

## EDUCATION AND THE FUTURE OF THE SOUTHWEST

## EXECUTIVE SUMMARY

A CALL FOR ACTION BY THE WICHE REGIONAL POLICY COMMITTEE ON MINORITIES IN HIGHER EDUCATION

WICHE

This is an executive summary of *From Minority to Majority: Education and the Future of the Southwest*, a report and recommendations to the five southwestern states of Arizona, California, Colorado, New Mexico, and Texas. The report, prepared and adopted by the WICHE Regional Policy Committee on Minorities in Higher Education, is both an assessment of the demographic and educational challenges faced by these states and a call for action to deal with these challenges.

As the product of a committee of state policymakers, business leaders, and educators, the report represents diverse perspectives and experiences. The entire committee, however, is committed to making education equally successful for all individuals and groups. The committee urges that this report and this commitment be the basis for constructive action to achieve this goal.

## THE WICHE REGIONAL POLICY COMMITTEE ON MINORITIES IN HIGHER EDUCATION

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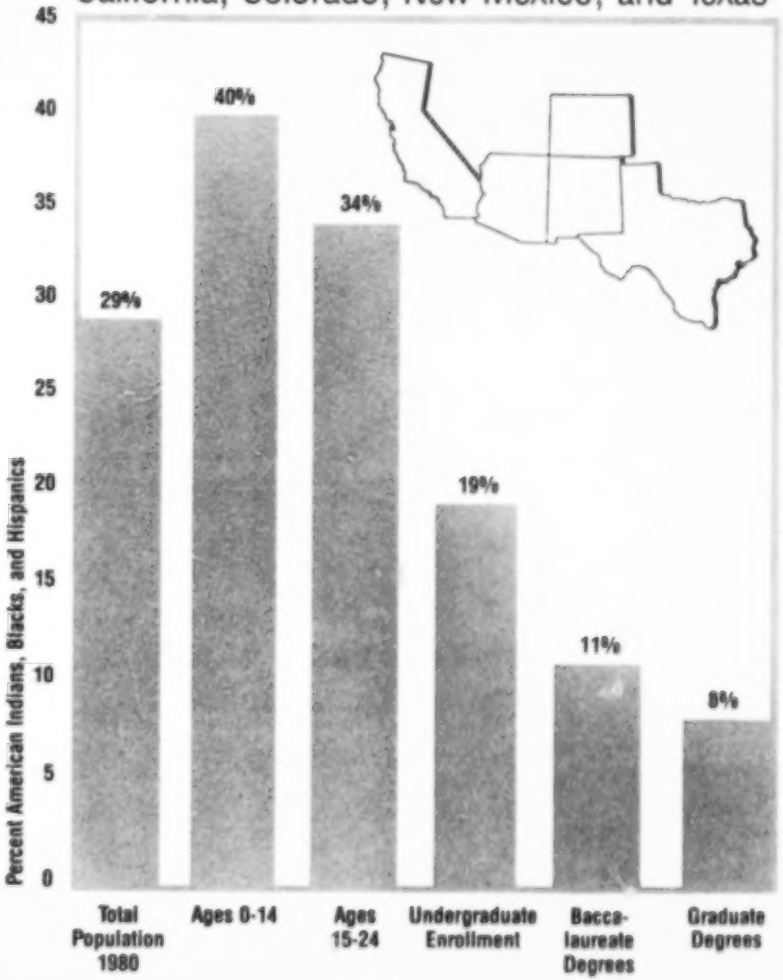
BLENDA WILSON, Executive Director, Colorado Commission on Higher Education

## Minorities in the Southwest States of Arizona, California, Colorado, New Mexico, and Texas



Think about it. Think about the time it takes for a child to grow, be educated, and master the skills that will assure his or her future as an adult in a highly competitive world. That time is relatively short, but in that time today's minority populations will become the majority in the southwestern states of this nation. Chances are that child will be a minority child. Unless education is made more successful for minority students, that child's prospects and our nation's future will be severely limited. Sometime in the early adulthood of today's minority children, those individuals and groups will constitute the majority population in the states of New Mexico, California, and Texas and across the Southwest region that includes Arizona and Colorado. Think about it.

*From Minority to Majority* documents this coming demographic transition and the actions necessary to make that transition a smooth one. The 1980 census identified approximately one-third of the total population of the Southwest as minorities; this will be closer to 40 percent in the 1990 census and approach 50 percent or greater in the decades to follow. Indeed, the demographic balance already has shifted in some areas; and in these localities Blacks and Hispanics make up a large majority of school enrollments. So far the transition has not succeeded in providing a sound and equal education for minority youth, or in melding those minority groups into a rapidly changing society and economy. We must be more successful.

## The Challenge to Education

The challenges presented by this transition are not speculation. The new minority majority has been born, or soon will be. They enter an educational system that provides few assurances for their future, or for our future progress. Although perhaps one-half of the children under age five are minorities, significantly lower proportions of Blacks, Hispanics, and American Indians graduate from high school than do Whites. Less than 11 percent of the four-year college degrees and less than 8 percent of the graduate-level degrees are awarded to these minority students. Something must change. Either our effectiveness and success in educating minority students must improve significantly or the general level of educational achievement in the population will decline.

*From Minority to Majority* argues that the plan of action must be comprehensive, and that improvements at all levels of education are necessarily interdependent. At each level, the immediate goals and objectives are quite apparent:

- The proportion of minority students who receive a sound elementary and secondary education must be increased.
- Expectations for those students must be raised, and those expectations must be realized.
- The proportion of minority college graduates needs to be approximately doubled in order to approach that of Whites and to match future job opportunities.
- The number of minority students completing graduate and professional degrees must be multiplied several fold if more equal representation in the professions, among teachers and faculty members, and in leadership roles of society is to be achieved.

The challenges posed by these goals are underscored by the fact that there is debate over whether minority participation in education has improved in recent years or in fact declined. For example, the proportion of Blacks graduating from high school has increased, but the proportion completing college has stabilized or decreased. The proportion of Hispanics attending college has increased, but Hispanic students have clustered in certain institutions, particularly community colleges.

Too often, however, debates over statistics distract attention from indisputable facts and primary issues. By all accounts, the significant growth in minority participation in education that began in the 1960s ended in the mid-1970s. By all accounts, the proportion of the traditionally disadvantaged minority youth who complete their education remains substantially lower than the proportion of Whites. By all accounts, we need to improve.

The complex challenges of minority education call for rethinking educational practices. Says Donald M. Stewart of The College Board: "A successful new system will have standards that are just as high or higher, but quality will be defined in terms of the proportion of students who are enabled by that system to meet those standards."

Such a new system involves elementary, secondary, and higher education as interrelated segments of American education that must work together smoothly and with mutual respect. Political leaders need to develop new public policies and means to ensure both financial and nonfinancial support. The public needs to help make quality of education and equality of opportunity mutually supportive.

Higher education faces some particular challenges and opportunities—in helping design curricula and train teachers for elementary and secondary education, in educating future workers and leaders, and in providing research related to education policy. Higher education must put its own house in order and work more willingly with others to develop new approaches to minority education.

Meeting the challenge will reaffirm one of the fundamental purposes of education at all levels. To reach out to minority students will be to fulfill the historic mission of serving new constituencies and meeting changing social needs.

## A Call for Action

The WICHE Regional Policy Committee on Minorities in Higher Education has developed a series of recommendations to assist educational policymakers and practitioners in strengthening opportunities for minorities in higher education. The committee sought to develop goals that are both targeted and widely applicable. They include:

**Achieve a more productive, multicultural society by making sure that education both reflects and prepares students for such a society.** This will require that policymakers, educators, and society:

- Recognize the diversity of students, and reflect that diversity in educational policies and practices.
- Integrate diverse cultural perspectives into the overall educational process.

- Ensure that all students become fully proficient in the English language while recognizing the value of multilingualism for individuals and society.

- Expect all students to succeed, and make sure that this expectation of success is shared by teachers, administrators, parents, and students themselves.

**Halt the loss of minority students from elementary and secondary schools and make the parts of the education system work together more effectively to prepare minority students to continue their education.** Collaborative efforts at all levels of education will be required to:

- Provide a core curriculum at the elementary and secondary levels that challenges all students and prepares them for the next stages in their education.

- Give top priority to the dropout problem at the elementary and secondary levels.

- Involve states more directly in halting the loss of minority students in the education system.

**Double the current percentage of minority students who complete a sound college education.** Otherwise, the region will be disadvantaged by an undereducated work force and by social divisions that separate races and ethnic groups on the basis of education. Accomplishing this goal will require that state policymakers and educators:

- Improve recruitment and selection procedures in the interests of increasing the number of minority students in higher education.

- Individualize student assessment and student services.

- Increase retention rates of minority students in college through comprehensive and integrated programs.

- Coordinate academic programs and provide the support necessary for students to move more easily from high school to college, from two-year to four-year institutions, and from degree completion to employment.

**Address the underrepresentation of Blacks, Hispanics, and other minorities in teaching, on college faculties, in technical fields, and in the professions as vital to both social justice and to continued economic progress.** Working in partnership with public and private sector leaders, institutions of higher education and state system governing boards should strive to:

- Increase the number of minority teachers and ensure that these teachers enter into the leadership of education.

- Bring more minority students into graduate and professional education.

- Increase retention in graduate and professional programs by creating an environment that supports minority students and fosters relationships between faculty and minority students.

- Build a network among universities, graduate programs, colleges, schools, professional groups, and business to interest and encourage more minority students to pursue graduate and professional degrees.

- Pursue vigorously affirmative action goals in faculty hiring, and take other steps to increase the representation of minorities in higher education leadership.

**Provide the resources necessary to support equitable participation and results in education.** More money alone will not remedy the underrepresentation of minorities in education. But without adequate financial support, all efforts will be hindered. On the policy level, steps must be taken to:

- Restructure the methods for funding elementary and secondary education to ensure equal educational opportunity.

- Examine the financial support for higher education and the allocation of that support in light of the economic circumstances and educational needs of minority students.

- Halt the erosion of student aid, particularly of programs that encourage minority enrollments, and promote financial planning for college education.

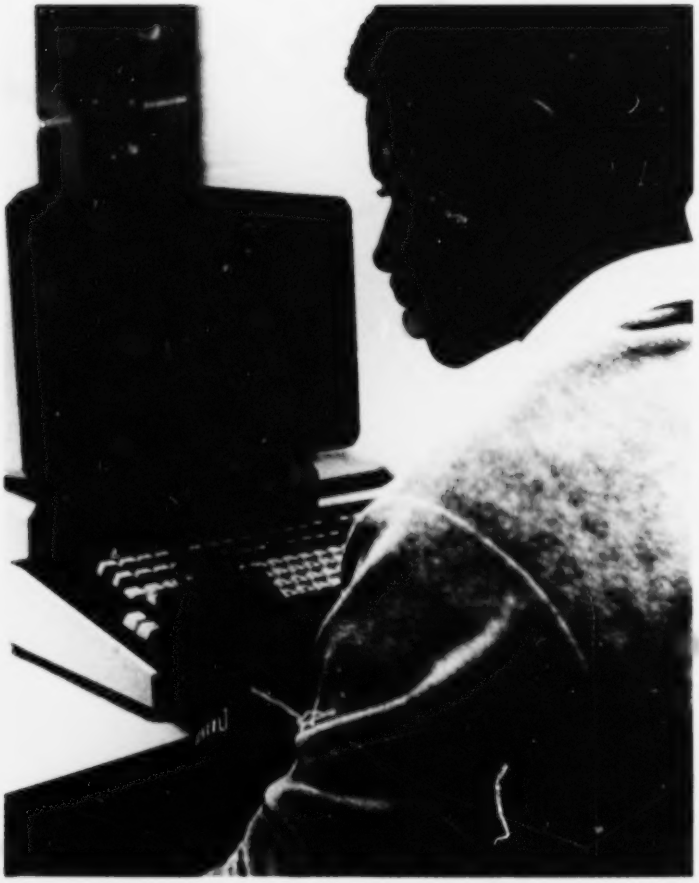
- Examine loan programs in terms of their effects on students' educational decisions and on the achievement of society's goals for education.

## We Must Begin Now

Many people, groups, and institutions must work together to meet these challenges—schools and school boards, teachers and faculty, administrators and institutional leaders, private businesses and professional organizations, community and political leaders, and families and students.

If more minority students are to lead lives based on a successful education, we must build strong interrelationships, strong communities of common purpose. We must supply commitment and leadership at the top that is supported by strong commitments at every level. We must broaden our motivations, recognizing economic imperatives as well as the cause of social justice. We share responsibility for implementation. Everyone will be diminished by failure; everyone carries responsibility for success. We must begin, now.

**The full report, *From Minority to Majority: Education and the Future of the Southwest*, ($5) is available from the Western Interstate Commission for Higher Education (WICHE), P.O. Drawer P, Boulder, Colorado 80301-9752 (Attention: WICHE Publications). A statistical report containing extensive demographic and enrollment data, *Shaping the Future of the Southwest, Background Materials on Minorities in Education and the Economy*, is available in limited quantities for $10.**



As a regional compact adopted by the western states, the Western Interstate Commission for Higher Education, or WICHE, provides a range of services to the states and their higher education institutions.

Its activities include:

- pointing out trends and issues and seeking solutions;
- acting as a neutral convener and catalyst for action;
- fostering productive partnerships in higher education;
- disseminating information;
- coordinating student exchange and other resource sharing programs.

Member and affiliate states are:

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| Arizona | New Mexico |
| California | North Dakota |
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| Idaho | Washington |
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The Western Interstate Commission for Higher Education gratefully acknowledges the following foundations, corporations, and collaborating organizations for providing support that permitted the Regional Policy Committee on Minorities in Higher Education to conduct its study and complete a report and recommendations:

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# from MINORITY to MAJORITY

## EDUCATION AND THE FUTURE OF THE SOUTHWEST

A REPORT AND RECOMMENDATIONS BY THE WICHE REGIONAL POLICY COMMITTEE ON MINORITIES IN HIGHER EDUCATION

WICHE

## Regional Policy Committee on Minorities in Higher Education

The Regional Policy Committee on Minorities in Higher Education, a 31-member group of leaders from education, business, and state government, was established in 1986 by the Western Interstate Commission for Higher Education (WICHE) to prepare a report addressing the interaction of demographic trends and educational needs in the southwestern states of Arizona, California, Colorado, New Mexico, and Texas. *From Minority to Majority: Education and the Future of the Southwest* is the report of this committee, prepared with the assistance of the staff of the WICHE Information Clearinghouse.

The committee met twice to formulate the report and recommendations, once at the Tomás Rivera Center in Claremont, California, and later at New Mexico State University in Las Cruces. These meetings brought forth a consensus on the seriousness of the issues and on the need for comprehensive actions. The committee will continue to be involved in helping to expand awareness and achieve implementation of the report's recommendations.

This project represents a continuation and expansion of WICHE activities related to the changing demography and educational needs of the West, and the Southwest in particular. WICHE, a regional organization of 14 western states, was formed in 1953 to assist in meeting the educational needs of the West through interstate programs and other cooperative efforts. Texas, while not a member of WICHE, has been included in the examination of the changing demography and student populations because of the similarities in the challenges faced by the band of states across the Southwest.

Additional copies of this report are available from WICHE Publications, P.O. Drawer P, Boulder, Colorado 80301-9752. (Please cite publication number 2A170 when ordering.) An Executive Summary (publication 2A171) of this report is also available from WICHE. Statistical tables on the demography of the Southwest, enrollments, and other related materials on which this report is based are available in a separate publication, *Shaping the Future of the Southwest: Background Materials on Minorities in Education and the Economy of the Southwest*, (publication 2A172) available from the same address.

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*Gloria Molina was a member of the California State Assembly when the committee was formed.

**Haskell Monroe assumed the position of Chancellor at the University of Missouri, Columbia in July 1987.

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# FOREWORD

Higher education has not been sufficiently successful in educating minority students. This has become increasingly apparent in recent years, despite many gains since the 1960s. Continued progress is needed in broadening the racial and ethnic representation within the student population, on college faculties, and in leadership positions of educational institutions and society in general. These objectives are fundamental to higher education's roles in society, and they are essential to meeting this nation's ideals of individual opportunity and social justice.

As minority populations approach a numerical majority in areas like the Southwest, these roles and objectives of education take on new urgency. The historic ideals of educational opportunity and equality for all individually are rapidly becoming the necessities of continued progress and prosperity for all collectively. The engine of idealism must be linked to the engine of self-interest properly understood.

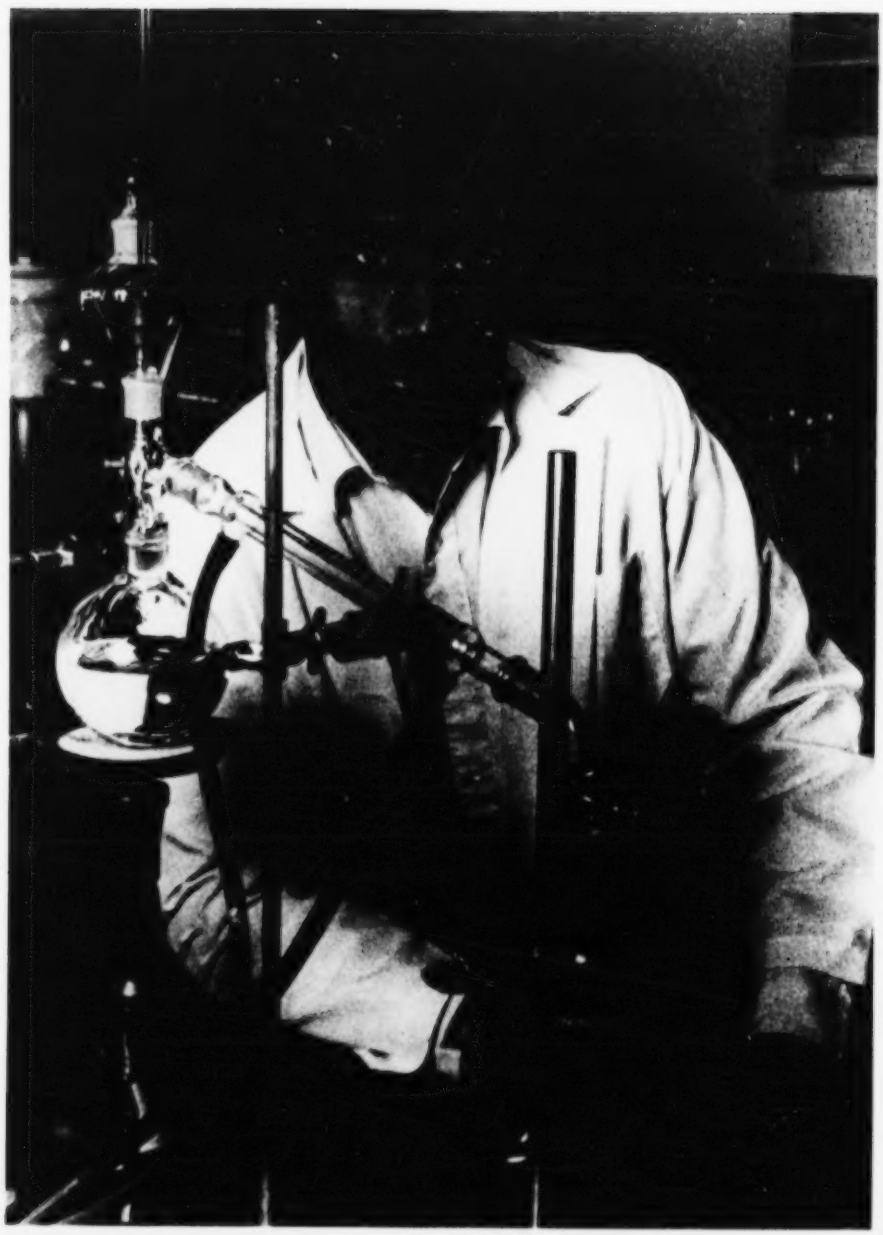
Education—indeed all of society—must be committed to providing all individuals with the knowledge, skills, and self-confidence to face the challenges of the future. As this report indicates, this commitment requires that education reflect the positive aspects of a truly multicultural society, that all the parts and levels of education work together effectively, that standards be raised—not lowered—while all students are encouraged and empowered to succeed, and that states and higher education together exercise the necessary leadership to accomplish these tasks. These efforts must also involve businesses and professional organizations, community and political leaders, and families and students themselves.

The Western Interstate Commission for Higher Education (WICHE) has been active in this area for many years as part of encouraging greater access and effectiveness in education in the West. In 1984 and 1985, WICHE published a series of reports on the changing demography of the southwestern states of Arizona, California, Colorado, New Mexico, and Texas. These states are among the most heavily affected by the increasing number of minority students and the growing proportion of minority populations. The WICHE Regional Policy Committee on Minorities in Higher Education was formed in 1986 when it became apparent that these informational reports alone were not sufficient to stimulate comprehensive action. The committee's report is one further step in the process of examining and implementing essential improvements in education.

We wish to thank the members of this committee for their wise counsel and personal commitment to this project, and to the organizations listed for their financial support. Charles Lenth, director of WICHE's Information Clearinghouse, skillfully incorporated the diverse perspectives and experiences of the committee into a report that reflects a consensus that education must be made equally successful for all individuals and groups.

J. Russell Nelson
Chairman, WICHE Regional Policy Committee
on Minorities in Higher Education
President, Arizona State University

Phillip Sirotkin
Executive Director
Western Interstate Commission
for Higher Education



# FROM DIVERSITY TO CONSENSUS

In the foreseeable future the minority populations of the Southwest will become the majority. The significance of this transformation is far more than linguistic. The new minority majority will require us to redefine these words in our everyday language, to rethink the meaning of integration into one society, and to restructure education as the primary means to achieve both individual opportunity and social progress. In our response lies our future—as individuals, as majority and minority communities, as states, and as a nation.

Today, the five southwestern states of Arizona, California, Colorado, New Mexico, and Texas stand at a crossroads facing the problems and the opportunities of truly multicultural societies in an increasingly internationalized world. With some of the largest proportions of minorities and new immigrants by today's standards, these five states can either leap ahead or fall behind in meeting tomorrow's opportunities. The answer and the challenge lie in education. If education is not made more effective for minorities than it has been, we will fall behind in achieving our goals of social justice and in meeting our needs for economic growth. If, however, we provide more successfully for the education of our growing minority populations and tap their now unfulfilled potential, we will achieve greater social equity and at the same time assure our continued economic progress.

The WICHE Regional Policy Committee on Minorities in Higher Education has prepared this report to help achieve these ends. Made up of leaders from education at all levels, from political life, and from private business, the committee represents considerable diversity of opinion and experience. Yet from this diversity has come consensus on a number of fundamental points.

First, the committee believes without exception that changing the existing patterns of minority education is vital to the future of the Southwest and, indeed, of the nation as a whole. It is vital for reasons of fairness and justice. It is also vital for continued economic growth and social stability.

Second, committee members share the conviction that education is the key to achieving these ends. The strength of our nation and of the Southwest will be determined in large measure by the breadth and depth of education and skills in the population. But education is more than a means to society's ends. It is an end in itself, one to be equally available, valued, and pursued by all individuals in all groups.

Third, the committee views the causes of low minority achievement in education as complex, often interwoven in ways that cannot be disentangled in research or in the experience of individual students. Nonetheless, many of the factors that contribute to minority underrepresentation and underachievement in education can be identified, as they are in this report. Because of the complex nature of the problem, isolated action will not be as effective as systematic actions aimed at all sectors of education, at the need for greater coordination among those sectors, and at the relationship between education and society.

Fourth, the committee believes that higher education has particular roles and responsibilities in the development of this systematic approach to the problems and opportunities of minority education. Higher education occupies a key position in education and in society—in helping to design the curricula and in training the teachers for elementary and secondary education, in educating the workers and leaders for all areas of the economy and society, and in providing research related to policies and direction leading to public support for education. Not only must higher education put its own house in order, it must work more willingly with others and use its resources more effectively to meet this significant social challenge.

Fifth, and perhaps most important, the committee emphasizes the importance of attitudes and expectations. We must achieve high expectations of success in education for minority students, and these expectations must permeate all levels and parties—students, families, teachers, administrators, policymakers, and the private sector. Developing these expectations will not be aided by lowering standards; instead, we must enable and expect more students to meet uniformly high standards.

These five points of consensus underlie both the definition of the challenges we face (outlined in Chapter II) and the five goals and numerous recommendations to meet these goals (contained in Chapter III). This report is intended for state policymakers, for administrators in education, for teachers and faculty members, and for parents and communities. Focused on a five-state region, the report nevertheless addresses challenges that confront all institutions of higher education across the nation. It is intended to encourage constructive change in many areas and arenas.

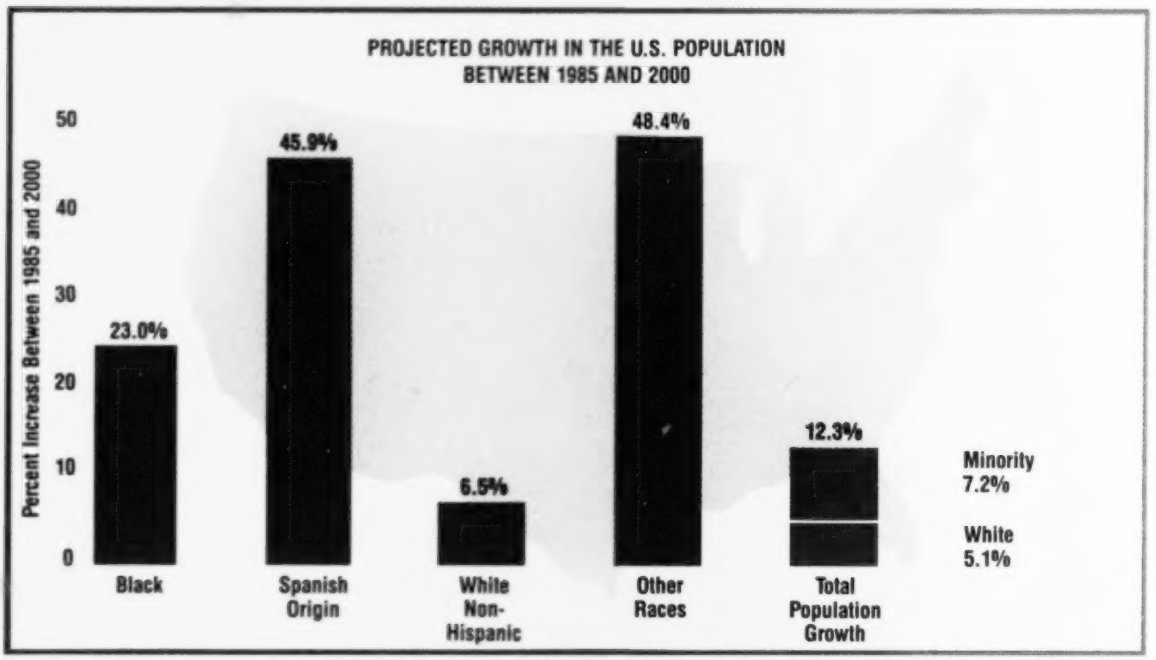
# FROM TRENDS TO CHALLENGES

The trends are clear, and the challenges are inescapable. Nearly one-third of the people who live in the southwestern states of Arizona, California, Colorado, New Mexico, and Texas are members of minority groups. So are more than 45 percent of the children under age five. The proportions are rising, and will continue to rise as a result of immigration, comparatively high birth rates, and the aging of minority youth already in the Southwest.

If current trends continue, population growth in the Southwest will depend on minority population growth. Just after the year 2000, the minorities will become the majority of people in the Southwest under age 30. They will become the majority of the Southwest's total population shortly thereafter.

Large segments of these minority groups—particularly Blacks, Hispanics, and American Indians—are underrepresented in education at all levels. Too many are in the lowest income strata and face very limited economic opportunities. The convergence of these conditions—continued minority population growth and limited minority participation in education and the economy—portends a disheartening future for a growing proportion of the population and for the region as a whole, unless appropriate actions are taken soon.

To begin to understand why the need for action is urgent, look first at some of the demographic trends and economic consequences that are shaping life in the Southwest and then at the challenges these developments pose for educational institutions.




**Source: Middle series projections by the U.S. Bureau of the Census.**

## Demographic Facts, Economic Consequences

In the 15 years between 1985 and the year 2000, the U.S. population is projected to increase by 12.3 percent, according to the U.S. Bureau of the Census. Nearly 60 percent of this projected growth will occur among minority populations. The overall growth rate of 12.3 percent includes 23.0 percent growth in Blacks, 45.9 percent increase in Hispanics, and 48.4 percent increase in other groups, compared to 6.5 percent increase in the White population.

The minority population groups and therefore this projected population growth are concentrated in certain regions and states. The five southwestern states of Arizona, California, Colorado, New Mexico, and Texas are among these areas, and will be among the most heavily affected in the nation.

In these five states, the proportion of total minorities varied from 17 percent to 47 percent of the population in 1980. Hispanics are the largest minority group, varying from approximately 12 percent of the 1980 population in Colorado to 37 percent in New Mexico. These proportions are certain to be higher when next counted as part of the 1990 census and in the decades to follow.

These minority populations tend to be younger than the majority population, reflecting a larger proportion of children and adults of childbearing age. Nationally, the median age of Hispanics is 23 years, compared to a median age of 32 years for Whites. They are also increasing more rapidly because of higher birth rates and continuing immigration. The birth rate among Mexican-Americans during the past decade was about 2.9 children per female, compared to 2.4 for Blacks, 2.1 for Puerto Ricans, 1.7 for Whites, and 1.3 for Cubans. As Harold L. Hodgkinson has pointed out, the Mexican-American birth rate is not high in historical terms; the White birth rate during the "baby boom" of 1946 to 1964 was also 2.9 births per female, and a rate of approximately 2.1 children per female is necessary just to maintain a population. Instead, birth rates in other groups are low in historical terms.

Large numbers of Hispanics and Southeast Asians have immigrated to the Southwest during the past decade. This inflow is likely to continue, although the number and characteristics of new immigrants will be affected by the economic, social, and political conditions they are leaving. Their birth rates and age assure that they will make up a growing percentage of total population. Still unknown are the effects of the federal Immigration Reform and Control Act of 1986, though clearly its amnesty provisions and other sections affecting non-naturalized and undocumented immigrants will directly affect the provision of government services. As recent immigrants from Mexico, Latin American countries, and Southeast Asia become residents and U.S. citizens, their need and demand for education and other services will increase.

These demographic trends seem likely to have major economic consequences for individuals and for the nation. According to the U.S. Department of Labor, 80 percent of the new entrants in the work force by the end of the next decade will be from three categories—minorities, immigrants, and women. Traditionally, though, many people in these categories have faced limited opportunities for employment and job advancement. Educational differences are a big factor, although significant statistical differences persist in the proportion of Blacks, Hispanics, and Whites who are employed even after controlling for education level. Despite this, lack of education remains the single best predictor of unemployment; the best way for individuals from all groups to improve the chances of employment is through education.

The intersection of demographic trends, employment opportunities, and the new demands on education is particularly important for the Southwest. Continued population growth will depend less on the migration of educated workers from other regions of the country and more on high birth rates of residents or immigrants. At the same time, continued economic growth will depend less on the exploitation of natural resources and more on the development of human resources. As the Southwest switches from agriculture to agri-business, from mining and oil and gas production to high-tech development, from production lines to technical services, and from large to small industries, it will need a more highly skilled and educated work force. These economic transformations are at least as consequential as the demographic changes. Both require a greater commitment to equity and effectiveness in education than has occurred in the past.

**Minority Populations of the Southwest, 1980**

| Population<br>% of Total | Total<br>Minority | Black<br>Non-Hispanic | Spanish<br>Origin | American<br>Indian | Asian<br>& Other |
|---|---|---|---|---|---|
| Arizona | 681,953 | 73,245 | 440,701 | 152,745 | 25,262 |
| | 25.5% | 2.7% | 16.2% | 5.6% | 0.9% |
| California | 7,903,918 | 1,783,810 | 4,544,331 | 201,369 | 1,374,400 |
| | 33.4% | 7.5% | 19.2% | 0.9% | 5.8% |
| Colorado | 499,485 | 99,884 | 339,717 | 18,068 | 41,816 |
| | 17.3% | 3.5% | 11.8% | 0.6% | 1.5% |
| New Mexico | 616,938 | 23,154 | 477,222 | 106,119 | 10,443 |
| | 47.4% | 1.7% | 36.6% | 8.1% | 0.7% |
| Texas | 4,878,894 | 1,692,542 | 2,985,824 | 40,075 | 160,453 |
| | 34.3% | 11.8% | 21.0% | 0.3% | 1.0% |
| Five State Total | 14,591,180 | 3,672,635 | 8,787,795 | 518,376 | 1,612,374 |
| | 32.6% | 8.2% | 19.6% | 1.2% | 3.6% |

Source: 1980 U.S. Census

## The Challenge to Education

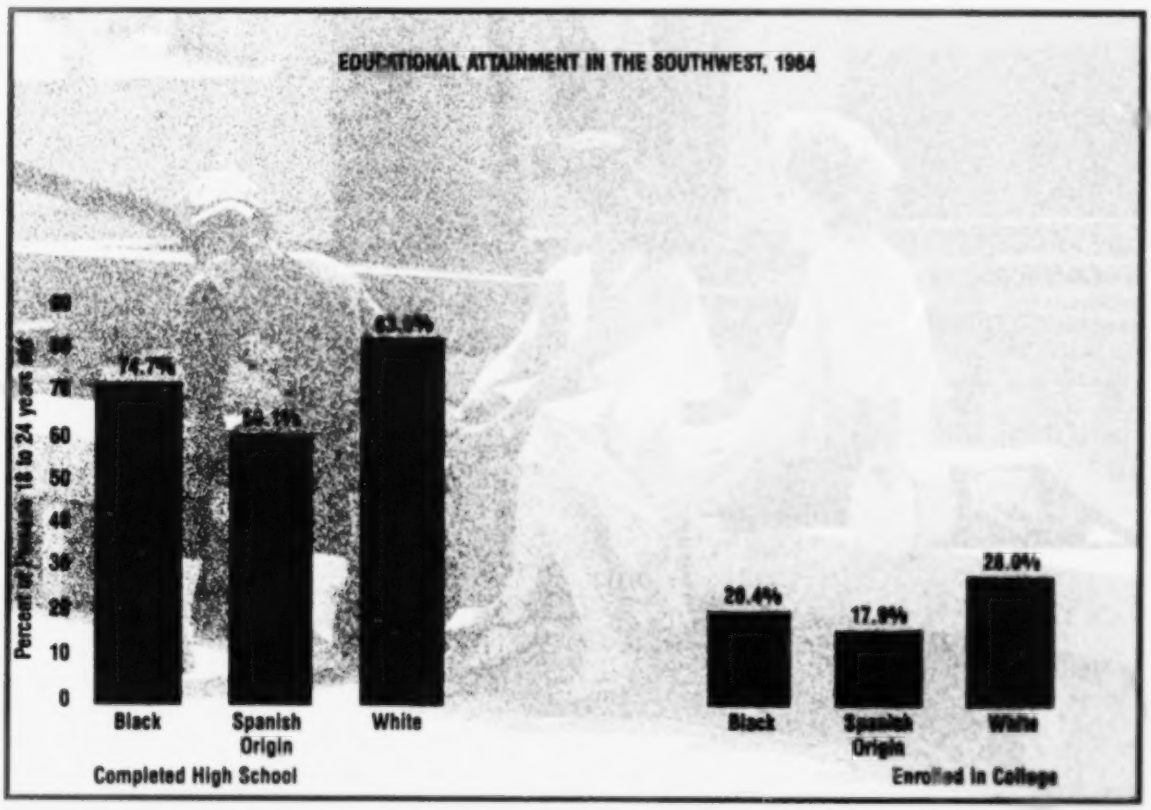
Low levels of minority enrollment in education, differential rates of school persistence, and significant differences in the average achievement of minorities who remain in school all point to the apparent inability of the educational system to educate minority students successfully. They all point to problems within education that the trends just described make even more serious.

The underrepresentation of minorities in education and the resulting gaps in educational attainment levels reflect the all too common patterns and problems of student retention within the educational system—problems which are particularly acute and aggravated for many minority students. There is attrition within each level of education (elementary, secondary, undergraduate, and graduate); and even more so at the junctures or transitions between levels. To stop this attrition or leakage from the entire system, each level must do a better job of preparing and motivating students for the next level, while each successive level must reach out to students and, through cooperative programs, to other levels. Our entire educational system must be one that encourages students to continue and levels to cooperate, rather than a discrete set of parts that too often has the opposite effect.

At the same time, however, education is not the only social institution that contributes to the problem of low minority achievement, and it is therefore not the only appropriate source of change. For example, minority children are less likely than children in general to have received the prenatal and nutritional services that ensure their physical and developmental capabilities for education. They often need improved pre-school and extra-school activities and support services. They need stable family and community environments, counseling against teenage pregnancy, protection against criminal adult and peer pressures, and adult role models. Meeting these sorts of needs will require the commitment of communities and the entire society.

Income level and other aspects of socioeconomic status compound the problems. The minority groups who are underrepresented in education are disproportionately from lower-income strata, from families with limited exposure to formal education, and from areas where the benefits of education are not much in evidence. These related factors limit the motivation of minority students. Coming into education with certain identifiable disadvantages, they too frequently do not succeed in education. When they leave prematurely, they limit their employment options and other opportunities, thereby finding their lives little improved by the educational experience. Unless this cycle is broken, causes and effects self-perpetuate; inequitable educational opportunities and unsuccessful educational experiences become part of the problem, rather than part of the solution.

Although generalizing about minority education is essential to understanding those problems, it is important to remember also that the experience of some minority groups or of individuals within groups will contradict general statements. For example, Asian students as a group are not underrepresented in education and, indeed, tend to be overrepresented at high levels of education, with above-average achievement in mathematics and the sciences and with disproportionate numbers in some professions. But this group generalization itself glosses over differences in individuals and population subgroups: some segments of the Asian-American community have extensive educational backgrounds and are fluent in English, whereas others have virtually no formal education and know little English. Similar differences exist within and between Hispanic groups, Black groups, and other sub-populations, differences that are often not reflected in population group characteristics.




Source: U.S. Bureau of the Census.

**Postsecondary Enrollments—Percent Minority**
**1984**

| | Asian | American Indian | Black | Hispanic |
|---|---|---|---|---|
| **Arizona** | | | | |
| Undergraduate | 1.8% | 3.8% | 3.1% | 6.8% |
| Graduate | 1.3 | 1.0 | 1.5 | 3.8 |
| Professional | 2.0 | 1.5 | 1.9 | 5.7 |
| **California** | | | | |
| Undergraduate | 10.1 | 1.2 | 6.6 | 18.5 |
| Graduate | 7.0 | 0.6 | 3.4 | 4.2 |
| Professional | 10.0 | 0.5 | 4.0 | 5.4 |
| **Colorado** | | | | |
| Undergraduate | 2.0 | 1.1 | 2.6 | 5.7 |
| Graduate | 1.3 | 0.3 | 1.1 | 2.2 |
| Professional | 2.0 | 0.9 | 1.9 | 3.7 |
| **New Mexico** | | | | |
| Undergraduate | 0.9 | 3.6 | 2.6 | 35.4 |
| Graduate | 0.8 | 1.5 | 1.8 | 12.1 |
| Professional | 1.7 | 4.4 | 1.9 | 22.6 |
| **Texas** | | | | |
| Undergraduate | 2.1 | 0.3 | 9.5 | 14.9 |
| Graduate | 1.8 | 0.3 | 4.9 | 6.7 |
| Professional | 2.4 | 0.3 | 3.8 | 8.9 |

Source: WICHE, based on federal enrollment survey.

Despite intragroup differences, the contrasts across major racial and ethnic groups are quite clear. According to census data from the Southwest, 83 percent of the White population ages 18 to 24 have completed high school, compared to 60 percent of Hispanics and 75 percent of Blacks in this age group. Twenty-eight percent of Whites are enrolled in college, compared to 18 percent of Hispanics and 20 percent of Blacks. The college enrollment of American Indians is also consistently below their proportion in the population.

Moreover, most minority undergraduates attend public two-year colleges: more than 60 percent of total Black and Hispanic enrollments in the Southwest are in community colleges, compared to less than 50 percent of total White enrollments. Reflecting these factors, the representation of Blacks, Hispanics, and American Indians drops substantially at the baccalaureate and post-baccalaureate levels.

These generally discouraging statistics must be seen in light of the growth of minority populations in the Southwest. If rates of participation in education do not change and if the number of minority elementary school students continues to rise, the prospect is that the overall level of education in the Southwest will drop. In New Mexico, more than 46 percent of public elementary and secondary enrollments were Hispanic in 1980. In Texas, enrollments were more than 30 percent Hispanic, and in Arizona and California, they were approximately 25 percent. Other minority students comprised additional segments of the enrollments. Simply to stay even, the schools and colleges of the Southwest must be more successful in attracting, retaining, and graduating minorities than in the past.

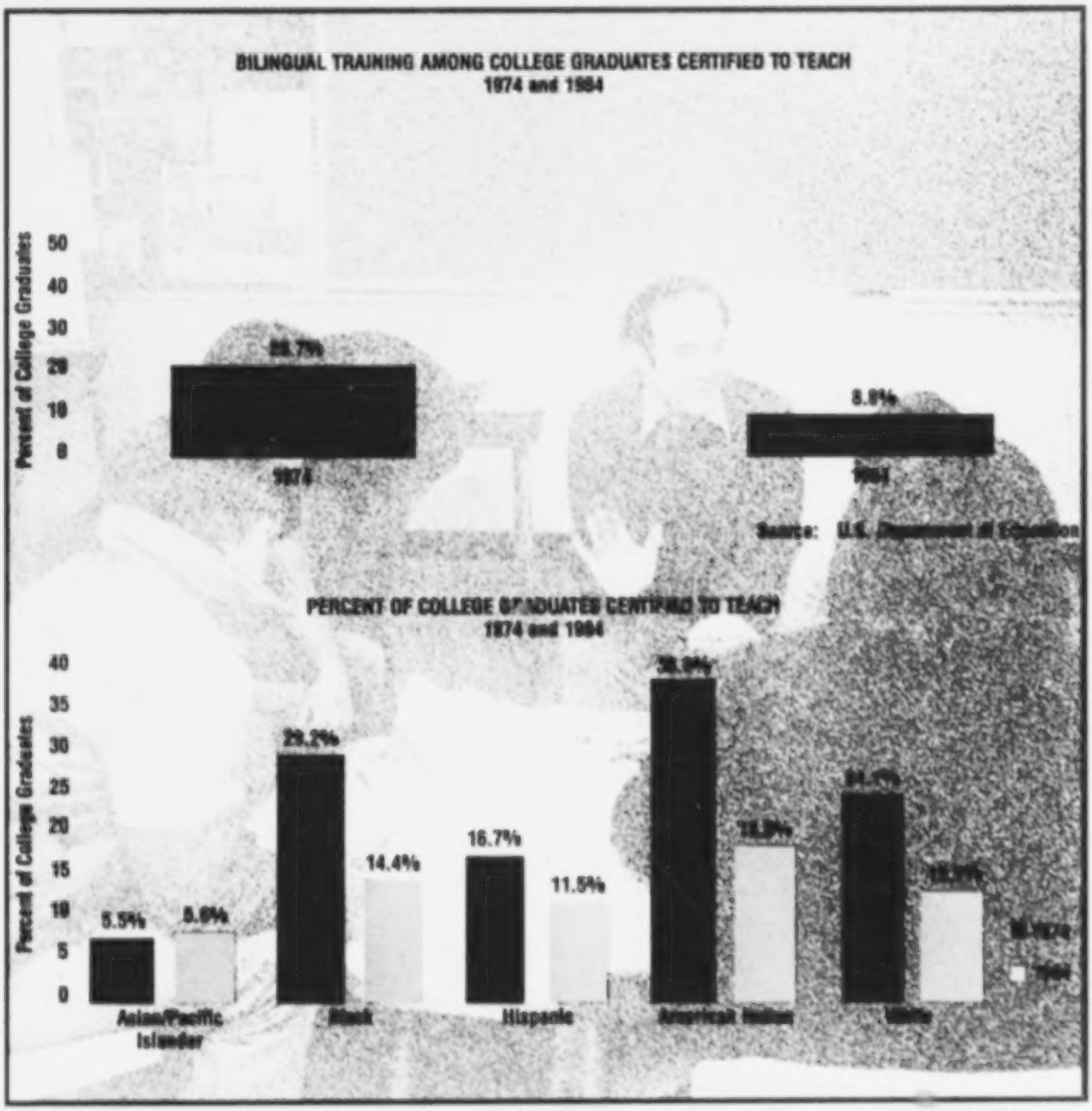
**Minorities in Teaching Work Force**
**Southwestern States**

| State | American Indian | Asian | Black | Hispanic |
|---|---|---|---|---|
| California | 0.9% | 4.2% | 8.3% | 6.6% |
| Colorado | 0.5 | 0.6 | 2.4 | 5.1 |
| New Mexico | 1.6 | 0.5 | 1.2 | 24.9 |
| Texas | 0.1 | 1.2 | 10.1 | 12.7 |

Source: Survey of state education agencies. Workforce includes all state-certified teachers, as defined by the states. Colorado data for fall 1986; other states for 1985-86 school year. Data on minority teachers are not available for Arizona.

A consequence of limited minority participation in baccalaureate education and a cause for additional concern is the marked underrepresentation of many minority groups at graduate and professional levels of education. Until education is able to prepare more minorities for professional, scientific, technical, and organizational leadership, they will continue to be underrepresented where, arguably, they are most needed.

Particularly pressing are the problems that shortages of minorities in the teaching profession have already made apparent. Though research has consistently demonstrated the importance of role models in motivating students, minorities have historically been underrepresented within the teaching profession, in school leadership positions, and on college and university faculties. Greater awareness of the need for role models and more attention to meeting affirmative action goals have helped alleviate this shortage. But minority representation among teachers and faculty still lags the proportion of minorities within the population as a whole. In California, for example, where approximately 25 percent of public school enrollments are Hispanic, only 6.6 percent of teachers are Hispanic.




Source: U.S. Department of Education

Since the composition of the student body is changing more rapidly than the composition of the teaching profession, this imbalance threatens to get worse before it gets better. Nationally, the trend in college graduates entering teaching went down steadily in the last decade, and this included significant decreases in the proportion of minorities certified to teach. Shortages appear to be particularly acute in specialized teaching areas. For example, the percentage of college graduates certified to teach in bilingual education decreased by more than one-half between 1974 and 1984.

Minority representation on college and university faculties is even lower than in elementary and secondary schools. In California, 5.0 percent of full-time faculty at community colleges and 2.2 percent of the faculty at four-year institutions are Blacks; 4.9 percent and 3.0 percent, respectively, of the faculties are Hispanics. These are significantly lower than the percentages of Blacks and Hispanics within the student bodies.

Whether minority participation in education has improved in recent years is a matter of debate. Apparently contradictory trends can be identified. For example, the proportion of Blacks graduating from high school has increased in recent years, but the proportion completing college has stabilized or decreased. The proportion of Hispanics attending college has increased, but Hispanic students have clustered in certain institutions, particularly community colleges. Black college attendance has continued to lag White attendance by a substantial margin. But, according to a recent study by the U.S. Department of Education, a higher percentage of Black students in the lowest third in terms of income and academic achievement entered college than White students in that same third.

Too often, however, the debate over statistics only distracts attention from the indisputable facts and the primary issues. By all accounts, the period of significant and continuous growth in minority participation in education that began in the 1960s ended or faltered sometime during the mid-1970s. By all accounts, the record on minorities in education since that time has been uneven and inconsistent: some years have shown improvement, other years have not; some minority groups have seen some additional success, other groups have not. By all accounts, one central fact remains unchanged: the proportion of the traditionally disadvantaged minority groups who complete their education remains substantially lower than for Whites. These are the facts that must be addressed.

**Full-Time Faculty—Percent Minority at Public Insitutions**
**1983-84**

| | Black | Hispanic |
|---|---|---|
| Arizona | | |
| Two-Year | 1.6% | 4.4% |
| Four-Year | 0.3 | 1.2 |
| California | | |
| Two-Year | 5.0 | 4.9 |
| Four-Year | 2.2 | 3.0 |
| Colorado | | |
| Two-Year | 3.8 | 5.2 |
| Four-Year | 1.1 | 2.1 |
| New Mexico | | |
| Two-Year | 0.3 | 14.8 |
| Four-Year | 0.6 | 8.6 |
| Texas | | |
| Two-Year | 5.2 | 7.8 |
| Four-Year | 4.0 | 3.0 |

Source: American Council on Education.

## A Rethinking and Recommitment

The complex challenges of minority education call for bold efforts, for rethinking educational patterns and practices. As Donald M. Stewart, president of The College Board, has noted, the American system of education will not meet these challenges successfully unless it not only raises but also redefines the standards of educational excellence.

> A successful new system will have standards that are just as high or higher, but quality will be defined in terms of the proportion of students who are enabled by that system to meet those standards. Such a definition of educational quality—performance as well as standards—can truly reconcile educational quality and equality, creating educational opportunity for some, while delivering educational quality to all. Educational achievement need not be constrained by racial class or national origin. Educational equality for some can best be realized when we seek educational advancement and achievement for all.[1]

To build that new system, education and all of society must accept the responsibility to encourage and accomplish high achievement in all individuals across all groups and backgrounds. Accepting this responsibility is the only way to overcome the recurring, debilitating notions that individuals within certain groups are, by nature or by nurture, unable to achieve at the same level as others. We must reject the so-called "deficit model" of education, whereby some groups or individuals are identified as deficient in background or learning potential, replacing it with the expectation that all individuals are capable of educational success.

Such a new system needs to go beyond higher education. There needs to be a rethinking within elementary and secondary education as well. Political leaders need to develop new types of public policies and new forms of financial support. Families and the public at large need to help make quality of education and equality of opportunity mutually supportive.

With rethinking will come some difficult questions. For example, how should patterns and practices change to meet the needs of new students? How well do current institutions in their current locations fit the new demography of the Southwest? Will the normal sequence of institutional development and the traditional patterns of academic organization need modification? What are the financial implications? Progress in these areas will assuredly not come easy.

In one very important sense, a new system need not be altogether new. Rather, it will be a reaffirmation of the traditional roles and fundamental purposes of education. For higher education this is particularly true: not to reach out to minority students would be to betray the historic mission of serving new constituencies and meeting new social needs.

There is, admittedly, an element of self-interest in serving more of the growing minority student population. If the necessary changes and improvements are not made, enrollments will drop, programs or institutions may be forced to close, and public support will be likely to diminish. Self-interest in this case coincides with the interests of the Southwest and the nation in a true mutuality of interest. That mutuality of interest provides a sound basis for constructive change, given a shared commitment to solving the urgent problems of minority education. More precisely what should change, and how, is the subject of the recommendations that follow.

[1]Donald M. Stewart, "Memo to the Members," (New York: The College Board, March, 1987).

# RECOMMENDATIONS FOR ACTION

Underlying the recommendations that follow is one major theme: many people, groups, and institutions must work together to meet the challenges of minority education and they must agree first on the primary goals. Five goals are presented here; each important in its own right. But these five goals are not intended as the only objectives to be furthered by this report. Far from it. States, institutions, and others should seek to amplify these goals and specify their own objectives as concretely as possible. And in a larger context, these five education related goals serve the underlying social objectives of equal opportunity, social justice, and economic prosperity.

The five goals together are intended to set a direction for change. The recommendations following each goal further define the actions entailed by that direction of change. Brief descriptions of successful programs accompany the recommendations, both to illustrate how specific recommendations can be carried out and to demonstrate the considerable ingenuity and enthusiasm with which major problems are already being addressed.

The ordering of the goals and recommendations is intended to convey the need for relating and sequencing actions in many areas. The goals deserve equal priority in terms of importance, but often there is a necessary sequence of events, a temporal priority, that must be acknowledged. Shaping a multicultural school or college setting depends heavily on broader recognition of the realities and opportunities of such a society. Increasing the number of minority college graduates depends directly on the successful education of students at an earlier age. Meeting affirmative action goals in faculty hiring or in leadership positions depends upon the transition and encouragement of minority students through many previous steps. Success at all of these junctures depends upon support and leadership from many sources.

This natural sequence and complexity has many implications. Perhaps chief among these is that to expect that all of these challenges can be successfully addressed simultaneously or that results from these efforts will be instantaneous is to miss the connections among them. It will take time and it will take perseverance to achieve the goals and implement the recommendations of this report. But we must begin and renew these efforts now.

State and higher education leaders must assume specific responsibilities and leadership roles in helping to meet all five goals and in carrying out the actions outlined in the recommendations. In this sense, this is a report directed first and foremost at these actors, and at the initiative and commitment they must demonstrate in making all of education more successful for minorities. Whenever possible, the many actors and organizations involved in this process are mentioned—schools and school boards, teachers and faculty, administrators and institutional leaders, private businesses and professional organizations, community and political leaders, and, of course, families and students themselves. All have a part and must work together in further refining these goals, in implementing the recommendations, and in building the future of the Southwest.

# Goal:

## Educate for a Multicultural Society

Education as a means for socializing and assimilating numerical minorities may have made sense in a period when those minorities were small and when our interdependency was less obvious. Today, when the minorities are approaching a majority and our future depends so obviously on mutual dependence, this concept of education is no longer tenable. So, too, are the policies and practices spawned by outdated notions of education. We need to rethink and redefine the meaning of education in a truly multicultural society.

As the primary path to individual advancement, the education system must not alienate or exclude—even unintentionally—large and growing segments of the population. When minority youth are relegated to the periphery of the educational system, they cannot contribute their individual resources to their own—and our—social and economic well-being. We must provide an educational system that enables and empowers all youth to be fully productive as individuals and as members of society.

To accomplish this, the education system must reflect the diverse cultural backgrounds of students and their families. It must welcome different perspectives. It must abolish underlying inequities. We need to foster an environment in schools and colleges that encourages all students to become assertive, critical thinkers.

To reach such a broad goal will require action by states and school districts, by administrators and teachers, by parents, and by students themselves. Higher education has a particular contribution to make—in helping schools design curricula and refine teaching methods that reflect different needs and learning styles, in attracting and training teachers from diverse backgrounds, in providing education and a campus environment that reflects the diversity of an interdependent world, and in working with leaders outside education. To achieve a productive, multicultural society, we must make sure that education both reflects and prepares students for such a society.

# Recommendations

### 1. Recognize the diversity of students, and reflect that diversity in educational policies and practices.

- School materials and the teaching methods should be sensitive to differences in background and values systems.
- Administrators, teachers, and faculty should be sensitive to student differences as these relate to the educational process. In the Southwest, educators must make a special effort to understand immigration issues and the experiences of immigrant students.
- Strengthen teacher education and improve the teaching skills of college faculty to ensure that teaching at all levels meets the needs of diverse student populations.
- Recognize greater representation by minorities on teaching staffs and in leadership positions as educationally essential and as a measure of commitment to social diversity.
- States, school districts, and higher education institutions should steer public perceptions of education away from ideas of exclusivity and assimilation toward ideas of opportunity and diversity. Greater public support for these ideas will strengthen the ability of the education system to respond to students from diverse backgrounds.

## *Working with Cultural Diversity*

***Mount St. Mary's College in Los Angeles, where 51 percent of the students are Hispanic, Black, or Asian, has developed a comprehensive program for minority students. Each student is required to achieve competence in reading, writing, and mathematics to progress beyond the first semester. Through modules on communications and leadership, students develop pride in themselves and their families. Freshman English courses stress ethnic literature. The predominantly Anglo faculty is trained in cultural diversity through workshops on, for example, the academic background of minority students and how to build on the strengths of different cultures. Support is provided to each department to study minority issues or resources. Results are disseminated through workshops and campus newsletters. The college boasts a 70 percent retention rate for students in its two-year Associate in Arts program, 70-80 percent of whom transfer to four-year programs.***

## *New Undergraduate Requirements*

***The University of Colorado at Boulder will require all students in the College of Arts and Sciences, approximately 70 percent of the undergraduate enrollment, to take courses in ethnic studies or women's studies. The new requirement originated in an extended examination of the undergraduate curriculum, and the new requirement is intended to broaden understanding of and sensitivity to different cultural backgrounds and perspectives.***

## *Help Parents Help Their Children*

***The Parents in Partnership component of the Student/Teacher Educational Partnership (STEP) Project at the University of California at Irvine helps parents motivate their children to go to college. Through bilingual workshops, conferences, and newsletters, the program informs parents about educational opportunities and how the education system works. It encourages parents to participate in school activities, enhances their understanding of child development, and strengthens their communication with their children. As a result of Project STEP, more minority high school students are taking college-preparatory courses and plan to go to college.***

## *Let Students Know What They Need to Know*

***To improve the quality and equality of pre-college education, the Educational EQuality Project of The College Board identified six academic competencies and six subject areas that students need to master to succeed in college. Since 1983, The College Board has distributed more than 300,000 copies of Academic Preparation for College—What Students Need to Know and Be Able to Do, commonly called the "Green Book." More recently, it has prepared detailed curricular guides in each subject area—English, the arts, mathematics, science, social science, and foreign language. It collaborates with schools and other organizations to sponsor other activities related to these publications.***

## *Off to a Good Start*

***The 95th Street Preparatory School in Los Angeles serves a 100 percent minority population. Between 1980 and 1983, third-grade mathematics and reading scores on the California Test of Basic Skills more than doubled, and fifth-grade reading scores tripled in percentile ranking. This was the result of emphasizing student learning, a motivating atmosphere, and parental involvement. Primary focus is placed on small-group instruction, individualized learning, an integrated curriculum, and skill development.***

## *An Early Introduction to College*

***Project YOU (Youth Opportunities Unlimited), administered by the Texas Coordinating Board for Higher Education, provides an on-campus, residential experience for at-risk 14- and 15-year-old students (mostly minorities) for eight weeks each summer. From 270 students at four campuses four years ago, the program has expanded to 1,500 students on 15 campuses in 1987. Experience with the first class shows a 90 percent graduation rate and a 50 percent college enrollment rate for a group that normally graduates at a rate of less than 50 percent. The funding comes from Private Industrial Councils set up under the federal Job Training Partnership Act. Students are selected by school counselors, colleges are recruited to participate, and the Coordinating Board provides organization and support.***

## 2. Integrate diverse cultural perspectives into the overall educational process.

- Literature, history, and current events related to minority communities should be included in the curriculum at all levels. To strengthen the cultural identity of minority students and reinforce multiculturalism, ethnic studies courses should be offered that encourage both research and general understanding.

## 3. Ensure that all students become fully proficient in the English language while recognizing the value of multilingualism for individuals and society.

- Debate over methods in bilingual education must not be allowed to overpower or displace the objective. Public education must provide all students with the ability to communicate and to learn in English at the earliest possible point in their education. The methods to achieve this must vary, just as the needs vary, depending upon language background, home and community environment, and individual language abilities.

- At the same time, the value of multilingualism in society and the need for greater exposure to other languages and cultures must not be undermined by an exclusive focus on a single language in education. All of education must work together to promote both English proficiency and multiple language exposure and usage.

- Financial and curricular support from state, federal, and school district sources for limited-English-speaking students needs to be strong and reliable, without dictating methods or unnecessarily limiting the flexibility of schools to meet the needs of their students.

## 4. Expect all students to succeed, and make sure that this expectation of success is shared by teachers, administrators, parents, and students themselves.

- The expectation that all students can and will succeed in education must go hand in hand with access to education. Too often, physical access is provided without equalizing opportunity and without the expectations and support to make success in education equally achievable.

- Particularly in a socially diverse, multicultural society, promoting uniform expectations of success is a social as well as an educational challenge. As a first step, schools and school districts should make the educational process more familiar to minority parents, by holding school meetings in the community, for example, or by meeting with parents regularly to review their children's progress.

- Programs that provide readily accessible information, community linkages, family involvement, and other positive reinforcement are needed to help overcome conditions of poverty, the lack of parental experience and participation in education, fewer positive role models, and other factors that discourage so many minority students from persevering in education. Such programs are vital to strengthening student resolve to stay in school; parental awareness and involvement must be systematically cultivated beginning at the elementary school level. Teachers, schools, school districts, and states need to support such efforts through policies, public statements and adequate financing.

# Goal:

## Keep Minority Students in School

If minority students are to participate more equally and be more successful in higher education, they must first be well prepared and more successful in elementary and secondary education. This, in turn, requires that elementary and secondary education be more successful in preparing minority students and provide the reasons and environment that will help students to succeed. Education leaders must take the necessary steps to remove barriers to achievement and to provide the pathways to success.

Part of the answer to this challenge lies in the first goal of making education reflect a multicultural society. Lacking this environment and support, minority students are much less likely to identify with their school setting, to remain in school, and to be successful while in school. This, in turn, lowers students' own expectations and contributes to lower expectations of success by teachers and others. Being challenged and expected to succeed is crucial to keeping all students in school, and the absence of this expectation has been particularly debilitating for minority students.

Part of the answer also lies in better preparation, and here part of the problem is that relationships between elementary, secondary, and postsecondary education are often weak or nonexistent. College performance standards often do not match high school graduation requirements, which in turn cannot build a coherent system of instruction in the earlier grades. At all levels, the educational system too often fails to develop the skills, motivation, and knowledge that are the building blocks for later achievement. The disadvantages created or not addressed within the school system affect a large proportion of minority students.

Is the answer to be found simply in higher standards for high school graduation or college admission? Without parallel restructuring in the early grades—and without ensuring minority students the opportunity to meet new standards—higher standards will create additional obstacles for minorities. Expectations for performance must be clear and consistent across all levels of education, and the necessary support must be provided at each successive level.

Elementary and secondary schools and postsecondary institutions share essential responsibilities for halting the undereducation of minorities. The parts of the education system must work together to keep minority students in school and to prepare them to continue their education.

# Recommendations

### 5. Provide a core curriculum at the elementary and secondary levels that challenges all students and prepares them for the next stages in their education.

- Schools and school systems should set specific goals for student learning outcomes and school performance objectives. These goals should then be used to structure the curriculum, to assess student needs and progress, and to evaluate the performance of schools.

- Higher education must work closely with schools and school districts to establish clear expectations for college preparation. These expectations must be reflected in the high school curriculum, and high schools must ensure that graduates arrive at college with the expected knowledge of subject matter and the expected skills in reading, writing, speaking/listening, mathematics, reasoning, and studying.

- Schools should not steer or "track" students into vocational or general curricula in ways that preclude solid academic preparation necessary to pursue a college education at a later date.

## *Mothers and Daughters Learn About College*

***The Hispanic Mother-Daughter Program at Arizona State University gives eighth- grade Hispanic girls and their mothers an opportunity to learn about the university, meet college faculty and staff, and learn how to prepare for college. Sixty mother-daughter teams from five school districts participate in the program, which offers presentations by role models, instructional labs, field trips, group discussions, and a weekend stay on campus.***

## *A Safety Net for Support*

***The University of New Mexico's College Enrichment Program (CEP) uses these four strategies to help minority and disadvantaged students stay in college.***

- ***A one-week orientation session held on campus during the summer preceding matriculation. Students learn about the university, dormitory life, financial aid, student services, and academic departments. They also take placement tests and receive intensive academic advising.***
- ***Counseling aimed primarily at strengthening academic performance, with limited personal counseling.***
- ***Tutoring by student peers in any subject in which a student is receiving a grade lower than C.***
- ***Services to place students in post-baccalaureate employment, other educational institutions, graduate education, and summer employment.***

***Regular evaluations show that about 50 percent of CEP students complete a degree, a higher percentage than for minority students generally.***

## *Comprehensive Policy Set by State Board*

***In 1986 the New Jersey State Board of Higher Education began requiring each public institution of higher education to:***

- ***summarize its activities to increase minority enrollments, including its recruitment and retention activities,***
- ***submit a strategic plan for addressing declining minority enrollments, and report annually on its progress,***
- ***establish a special committee of trustees to recommend new policies,***
- ***establish a permanent working group of faculty and administrators.***

***The Board also asked its budget committee to take into account minority recruitment and retention in considering budget requests, and it solicited requests for priority funding from institutions for activities in these areas. The Board asked the chancellor to reallocate funds to minority concerns and to seek additional funds.***

## 6. Give top priority to the dropout problem at the elementary and secondary levels.

- To close the gap between White and minority achievement levels, schools and districts should establish special programs and services that enable more minority students to meet performance standards. Efforts should include a system for identifying students who need remedial or enrichment courses and effective counseling services supported by adequate resources.

- Schools, school districts, and states should establish programs that identify gifted minority students early in their school careers. Enriched and accelerated programs, credit by examination and other special arrangements help ensure that these students are appropriately challenged rather than lost in the system.

- Schools and colleges should cooperate on programs that expose minority students to the college environment and that will encourage them to prepare for college-level work.

- Schools and colleges should encourage parents to participate actively in their children's education through conferences, community meetings, and parental involvement in specific learning activities.

- Teachers should use teaching methods that recognize students' differing levels of skill. Their teaching styles should help students develop self-confidence, and they should avoid a disabling focus on remediation and failure. Schools should stress the achievement of competence rather than grade progression.

- Schools should establish a strong, comprehensive guidance and counseling system that evaluates student needs, promotes student potential, links school with family and community, and serves specific student populations.

## 7. Involve states more directly in halting the loss of minority students from the education system.

- States should develop a system in which all elementary schools, secondary schools, two-year colleges, and four-year colleges assess the effectiveness of initiatives to strengthen the educational performance of minority students. States should also track or monitor student progress through the educational system and periodically assess school performance and state goals.

- Because efforts to improve elementary and secondary education in general and to overcome minority student disadvantages in particular will cost money, district resources and core higher education budgets must in most cases be augmented with targeted state funding.

# Goal:

## Double the Proportion of Minority College Graduates

Improving the representation of minorities in the work force generally and in higher-skilled occupations more specifically presents a formidable challenge to education and to society. There is a growing concern that the education system as it currently functions does not equip students with basic knowledge and learning skills. Another large concern is that many types of employment require increasing specialization, detailed knowledge, and higher-order skills of critical thinking, analysis, problem-solving, and communication. Both needs—for basic educational competence and for higher-order skills—must be met for individuals and the Southwest in general to compete in the national and world economies.

In the social and economic context of the Southwest, an appropriate goal is to double the current percentage of minority students who complete a sound college education. Otherwise, society and the region will be disadvantaged by an undereducated work force, by a lack of economic competitiveness, and by social divisions that separate races and ethnic groups on the basis of college education.

# Recommendations

### 8. Improve recruitment and selection procedures in the interest of increasing the number of minority students in higher education.

- In addition to standardized achievement scores and grade-point-average, selection criteria should take into account intuitive and analytic skills, personal characteristics, and educational potential. They should also be sensitive to the language and cultural background of minority students.

- Greater efforts should be made to recruit minority students through university visits, talent searches, information sessions, and other means. Recruitment contacts with heavily minority urban schools should be more frequent rather than only once a year. Recruitment offices need to establish rapport with prospective minority applicants and to market higher education effectively, and they will need adequate financial support to be effective in these tasks.

### 9. Individualize student assessment and student services.

- Entering students should receive individual academic assessment and counseling. Curricular planning and guidance should begin when a student first walks through the door, particularly at open-access institutions. Such individualized treatment should be ensured through statewide policies or the provision of state funds when necessary.

  Assessment should be used to improve the educational process, rather than to sort students. This is particularly important for minority students, who frequently have special educational needs and who would be particularly hurt by assessment measures not linked to efforts to improve learning.

- States and institutions should provide adequate financial and other support for remedial and developmental courses that augment a sound college education. Until inequities in pre-college education are eliminated, disadvantaged students will need special help.

## *Universities Join in Search for Engineering Talent*

***The University of New Mexico and New Mexico State University administer the Southwest Resource Center For Science and Engineering, which promotes engineering and science education for minority high school and community college students. Recruitment officers from 13 colleges and universities in Arizona, Colorado, New Mexico, and Texas conduct orientation sessions at secondary schools and community colleges to encourage minority students to enter baccalaureate programs in these areas.***

***California's Project MESA (Mathematics, Engineering, and Science Achievement) prepares disadvantaged minority high school students for college work by fostering interest in mathematics, engineering, and the physical sciences. MESA's 16 centers throughout California collaborate with universities, public schools and industry to prepare high school students for college admissions tests and undergraduate courses.***

***Private industry sponsors the Colorado Minority Engineering Association (CMEA) and also provides summer jobs for minority youth, in-kind services, tutoring and training programs, speakers, field trips, and career information. Industry representatives also serve on a CMEA advisory board. CMEA in turn sponsors the precollegiate Mathematics, Engineering, Science Achievement (MESA) program for minority and disadvantaged students. MESA encourages students to acquire the educational background to major in mathematics, engineering, or the physical sciences at the college level through career awareness, tutoring, counseling, speakers, field trips, and incentives.***

## *Systems to Stimulate Transfers*

***In California, the community colleges, California State University, the University of California, and independent colleges and universities have developed articulation agreements. The California Articulation Conference is held annually for high school, community college, and four-year college faculty and staff. In 1985, the University of California at Irvine developed the Articulation System to Stimulate Interinstitutional Student Transfer (ASSIST), a microcomputer-supported course-planning system that students use early in their college careers. Now being installed at 13 transfer centers on two- and four-year campuses, ASSIST already functions at all University of California campuses and several California State University and community college campuses.***

## *New Approaches to Recruitment*

***The Minority Graduate Student Locator Service (MGSLS), established by the Graduate Record Examinations Board in 1972, helps graduate institutions and fellowship sponsors expand their pools of minority applicants and helps applicants make institutional contacts. The service, which is subsidized by the GRE Board, is free to students, and currently costs $200 for participating institutions. The Locator Service served more than 22,000 students and nearly 250 institutions in 1985-86.***

***The Council on Legal Education Opportunity (CLEO) was formed in 1968 to increase the law school enrollment of economically and educationally disadvantaged students. Between 1968 and 1979, this program enabled approximately 2,600 minority applicants to matriculate. Although their entrance examination scores were substantially lower than average scores, more than 70 percent of these students graduated from law school, passed the bar examination, and practice as attorneys.***

## 10. Increase retention rates of minority students in college through comprehensive and integrated programs.

- To create an environment that supports and encourages minority students, colleges and universities should use a broad range of proven strategies that begin at the pre-freshman stage. Major strategies include pre-enrollment programs, summer orientation sessions for students and parents, tutorials, training in basic skills, academic enrichment activities, increased faculty-student interaction, student outreach, career development workshops, extensive career counseling, and campus activities for minority students.

- Colleges and universities should make special efforts to interest minority students in mathematics, sciences, and related fields. These efforts should include establishing joint programs with secondary schools, encouraging faculty involvement at lower levels, offering enriched programs, and working with the relevant professional associations.

- Institutions should encourage greater student-faculty interaction in the classroom, in research activities, and in other areas.

- Numerous options and activities should be provided that engage minority students both intellectually and socially in their education. Programs in the creative and performing arts, service activities, sports, and social events should be used to help students identify with an institution and participate fully in the process of intellectual and social growth. Minority participation and leadership in these activities should be specifically encouraged, both to make the environment more hospitable for minority students and to broaden the experiences and exposure of all students.

## 11. Coordinate academic programs and provide the support necessary for students to move more easily from high school to college, from two-year to four-year institutions, and from degree completion to employment.

- Advising students before and after they transfer from community colleges, making course credits easier to transfer, career guidance, and financial aid are some of the means that should be used to help minority students transfer to four-year institutions.

- Individualized assessment, placement, counseling, and support services as provided to entering freshmen should be equally available to transfer students from community colleges, many of whom arrive at four-year institutions with special needs related to this transition.

- Alternative routes to baccalaureate education should be provided for minorities who return to school at an older age. As universities provide flexible schedules, enhance course offerings, and create other opportunities for adult learners, they need to ensure that minorities participate equally in continuing education.

# Goal:

## Bring More Minorities into Teaching, Educational Leadership, and the Professions

Having role models in the classroom and in visible positions of leadership influences youth to pursue education and professional careers. This alone argues for strong efforts to address the underrepresentation of Blacks, Hispanics, and other minorities in teaching, on college faculties, in technical fields, and in the professions. The goals of social justice and equity likewise argue for increasing the opportunities for minorities in these occupations.

In the five southwestern states, a very low percentage of minority undergraduates continue into graduate and professional education. The ratio between undergraduate enrollment and post-baccalaureate enrollment for Blacks and Hispanics is less than one-half the ratio for White undergraduates (i. e., less than 7 percent for Blacks and Hispanics compared to more than 14 percent for Whites). Although the representation of minorities on college and university faculties and in the leadership of institutions and academic disciplines increased in the 1970s, progress slowed in the 1980s.

Achieving equitable representation will require enlarging the pool of minorities qualified to teach at all levels and improving the equality of opportunity in hiring, promotion, and tenure. Because a high proportion of the current teaching force will retire in the next 10 years or leave for other reasons, there will be openings for an unprecedented number of new teachers and faculty members. This opens a window of opportunity to help remedy the present underrepresentation of minorities in these positions and other leadership roles in education.

# Recommendations

### 12. Increase the number of minority teachers and ensure that these teachers enter into the leadership of education.

- Schools of education, liberal arts colleges, and leaders in higher education should work with schools and school districts to help meet future requirements for minority teachers.
- Efforts to increase the number of minority teachers should be tied to the more general reform of teacher education, such as those associated with several recent national reports.
- Modifications of certification requirements must take into account the possibility that precipitously imposed new standards will further reduce the number of minority teachers. Resources and sufficient preparation time must accompany standard-setting.
- Make teaching more attractive to minority students, particularly by assuring that minority teachers have equal opportunity for advancement and professional rewards.

### 13. Bring more minority students into graduate and professional education.

- The commitment to enroll more minority students at the graduate level must reach the department or program level since post-baccalaureate recruiting and screening often depend on judgments made at these levels.
- Efforts should be made to improve the performance of minorities on standardized achievement tests, like offering courses on test-taking techniques. Admissions decisions, however, should be based on criteria that include more than test scores.
- The recruitment of minority graduate students should extend beyond a select group of undergraduate institutions. Special efforts may be needed to reach students in heavily minority institutions.
- Special programs and financial assistance should be provided to minority students who wish to pursue a doctorate after graduating from a master's-level institution.
- Colleges and universities should use such means as summer enrichment programs, faculty advisory systems, departmental tutorials, peer tutorials, writing programs, and curriculum counseling to help minorities who are interested in doing graduate work.

## *Use Faculty More Effectively*

***Faculty mentors in the Graduate Research Mentorship Program (GRMP) at the University of California at Santa Barbara train graduate students, who in turn mentor undergraduates. The program has been highly successful in getting undergraduates to consider enrolling in graduate school. Participants complete their degrees considerably faster than other students, publish professional papers earlier, and generally are more highly qualified when they enter the job market.***

## *Go to the Schools*

***The Baylor College of Medicine and the Houston Independent School District work together to encourage students to choose biomedical careers. The High School for the Health Professions project, begun in 1972, combines a comprehensive academic program in senior high school with health-related courses. Fully 80 percent of the program participants are minority. The program has been highly successful; 85 percent of its graduates go on to college, and a number have been admitted to medical school.***

## *Encouraging Specialized Preparation*

***Blacks and Mathematics (BAM) is part of the Visiting Lecturer Program sponsored by the Mathematical Association of America. The program currently has 10 regional centers in large urban areas. Each regional coordinator recruits Black professionals working in mathematics and such related fields as chemistry, engineering, and computer programming to visit junior highs and high schools. The volunteers provide students with information about rewarding careers requiring mathematical training, and encourage them to take college-preparatory mathematics courses.***

## *Encouraging More Minorities in Graduate Engineering*

***In the late 1970s, the National Consortium for Graduate Degrees for Minorities in Engineering, now based in Notre Dame, Indiana, began the first national effort to increase the number of minority students in graduate engineering. The 50 universities and nearly equal number of business organizations that belong to the consortium offer competitive fellowships to promising minority students in engineering at any of the member universities. In the summers before and during graduate study, the fellows are employed by the participating businesses. The consortium also recruits heavily, holding conferences and making college visits throughout the country to encourage more minorities to enter graduate engineering. More than 400 fellowships have been awarded, 66 percent of them to Blacks, 31 percent to Hispanics, and 3 percent to American Indians.***

## *Private Endowment Aids Black Engineers*

***In 1984, the McKnight Foundation initiated its Black Doctoral Fellowship Program, with the goal of producing more minority Ph.D.s in the arts and sciences, business, and engineering. The program provides $15,000 per year 25 Black students who attend Florida institutions that grant doctorates. The program's success has been immediate, increasing the number of Black engineering Ph.D.s in five years from one graduate to 11 candidates. When Florida state government takes over the program in 1987, its endowment will exceed $15 million.***

**14. Increase retention in graduate and professional programs by creating an environment that supports minority students and fosters strong faculty-student relationships.**

- Faculty should be encouraged to do joint research and publishing with their minority students and be rewarded in promotion and tenure decisions for achievements in this area.
- Minority-oriented research, minority student organizations, visiting minority scholars, and minority post-doctoral fellows should be encouraged.
- More teaching and research assistantships should be available to minority graduate students. Assistantships may be more desirable than fellowships that carry no responsibilities for teaching or research, since they build closer ties with the faculty and help integrate the student into an academic department.

**15. Build a network among universities, graduate programs, colleges, schools, professional groups, and business to interest and encourage more minority students to pursue graduate and professional degrees.**

- Graduate programs should provide college advisors and school counselors with information about graduate study so that minority students are encouraged to take mathematics, science, writing, and other necessary courses.
- Professional associations should demonstrate what entering a profession entails in terms of preparation and future rewards. This is particularly important in mathematics, science, and other fields that require sequential preparation.
- Private sector organizations should be encouraged to sponsor internship programs and otherwise help underwrite the cost of graduate education for minorities.
- Through incentives and other means, minority students who withdraw from graduate study should be encouraged to complete their degrees. Individuals who have entered the work force should also be encouraged to return to school, complete doctorates, and pursue faculty careers.

**16. Pursue vigorously affirmative action goals in faculty hiring, and take other steps to increase the representation of minorities in higher education leadership.**

- Colleges, universities, and governing boards should publicly and repeatedly demonstrate their commitment to more equitable faculty representation. Colleges and universities should provide tangible incentives for the achievement of minority faculty hiring goals.
- In the Southwest, colleges and universities should recruit faculty from a broad range of institutions including major universities, urban institutions, colleges with high minority enrollments, smaller state colleges, private institutions, and community colleges. Institutional commitment to affirmative action can also be demonstrated by allocating additional faculty positions to departments that attract outstanding minority applicants.
- Colleges and universities should integrate the research specialties that tend to attract minority graduate students into the mainstream of academic disciplines. In many cases, faculty positions may need to be redefined or broadened to include special research interests. Such changes could help more minority candidates qualify for faculty appointments and also attune course offerings to the interests of minority students.
- Institutions, departments, and faculty members should give special attention to convincing minority applicants that they would be welcome additions to the faculty. The concerns that minority applicants often have about academic and social acceptance in the university and the community should be addressed directly in the recruiting process.
- Governing boards and state coordinating agencies should reinforce the achievement of affirmative action goals by rewarding institutions and administrators for meeting them. Lack of success should be evaluated in the context of institutional missions and funding decisions.

# Goal:

## Use Financial Resources to Promote Equity in Education

More money alone will not remedy the underrepresentation of minorities in education. But without adequate financial support, all efforts will be hindered.

Some of the financial requirements for promoting equity in education relate to the overall adequacy of financial resources in education; others relate to the way that financial resources are being used. Financial resources may be needed at different levels of education and in different forms than currently available in order to meet the needs of minority students. Overall, financial constraints relate to the fact that the needs of education cannot be considered in isolation from the economic conditions of society as a whole.

In the Southwest, institutions that are roughly comparable except in the proportion of minority students appear to have similar levels of financial support. However, the high-minority institutions tend to allocate more resources to student aid and other noninstructional purposes. This accords with the fact that many minority students have lower incomes and it means that comparable levels of overall financial support may not be sufficient to ensure equity in higher education opportunity.

The commitment to support more equitable participation in higher education must be strong and unequivocal. Although various forms of government-supported financial assistance for students have lessened the direct cost of education to lower-income students in the past 10 to 15 years, the total financial aid available has not kept pace with the rising cost of education since 1980. Another problem is that much of the financial support available is in the form of student loans. Reliance on loans has increased rapidly, particularly among lower-income students and at community colleges and proprietary schools. But loans are not as effective as grants or lower tuition in encouraging lower-income minority students to make the commitment to pursue higher education. In this and other areas, achieving greater equity will require greater financial support than in recent years.

# Recommendations

### 17. Restructure the methods for funding elementary and secondary education to ensure equal educational opportunity.

- States should continue to promote greater equality in the per-student resources available for public education. This often means redressing historical inequities where relying on local property taxes to finance education has severely limited resources in low-income, high-minority districts.

- States and school districts must provide the resources necessary to overcome the disadvantages minority students face where science laboratories and courses are inadequate, computers are insufficient, and other specialized, high-cost educational needs are poorly met.

- States should support financially the development of a strong core curriculum for precollegiate preparation that is equally available to all students. States must supply the resources necessary for meeting the standards they set for high school graduation.

### 18. Examine the financial support for higher education and the allocation of that support in light of the economic circumstances and educational needs of minority students.

- State policymakers should not presume that level funding across institutions achieves equity of educational opportunity. Special circumstances, such as a preponderance of lower-income students or greater diversity in students' cultural and educational backgrounds, may require above-average allocations or funding targeted to student aid, support services, and special programs.

## State Seeks More Minority Professors

*New Jersey's Minority Academic Career Program (MAC) is specifically intended to develop a larger minority professoriate. Members of minority groups who have a strong desire to teach at a New Jersey college or university can receive support of between $5,000 and $10,000 per year for four years as they pursue full-time doctoral studies. After completing their degrees, recipients are forgiven up to one-quarter of their yearly support for each year they teach in a New Jersey college or university, up to a maximum forgiveness of $10,000.*

## Dean Gives and Gets Information

*One California university dean combines regular department reporting with information and motivation to encourage departments to increase minority faculty. Each department prepares an annual report on its goals and record for affirmative action. Department chairs and search committees also participate in annual day-long workshops to discuss goals, issues, and problems they have encountered. The dean and other administrators participate in these workshops, which include efforts to sensitize department faculty to the perspectives of minorities and discussion of how affirmative action relates to overall institutional goals.*

## Matching Funds for Student Aid

*The Texas State Scholarship Program for Ethnic Recruitment, established in 1983, provides $500,000 per year in student assistance grants, one-half appropriated by the state and one-half matched by institutions. The program, which is intended to help Texas public institutions attract and retain minority students, is limited to first-time students, either freshmen or transfers, who meet certain academic standards. In 1986-87, more than 600 grants were provided, mainly to Hispanic and Black students.*

## *Some States Target Student Aid*

***The Oregon Board of Higher Education recently approved a tuition waiver of $1,500 per year for five years to Black, Hispanic, and American Indian students. The waivers will be awarded to approximately 150 minority students from each year's high school graduating class to encourage them to attend one of Oregon's public colleges or universities. The goal is to double the number of minority students at those institutions.***

***Several states target aid to particular population groups. Florida supports the Seminole/Miccosukee Indian Scholarship Program and the Latin American/Caribbean Scholarship Program. North Carolina, Minnesota, and Wisconsin operate Indian scholarship and grant programs. North Carolina also has a Minority Presence Scholarship Fund, and Wisconsin has a Minority Student Grant Program.***

## *Family and College Prepay Tuition*

***Under the Possible Dream scholarship plan at San Juan College, small monthly contributions by parents combine with a grant from the college to prepay tuition. Student and parents sign up five years before the student graduates from high school and then pay $10 a month to the college. The college contributes a $125 scholarship and then invests the funds. The resulting sum pays for four semesters at San Juan. The program also offers students extensive counseling to guide them through high school and prepare them for college. More than 50 students and families signed up during the first year, 80 percent of whom are Hispanic or Native American.***

- Education leaders and state policymakers should amend the missions of public postsecondary institutions as necessary to incorporate educational responsibilities for minority populations. State funding should encompass these responsibilities.

- Funding for public community colleges deserves particular attention. State and local leaders need to determine whether the generally lower public funding of these institutions adversely affects minority participation in higher education. If appropriate, they need to take action, such as increasing state support.

## 19. Halt the erosion of student aid, particularly of programs that encourage minority enrollments, and promote financial planning for college education.

- Despite budgetary pressures, the federal government must maintain a national commitment to broad-based student aid. State political leaders, the presidents and faculty of institutions, students, and the public at large need to urge that the federal government continue to help expand access to higher education.

- Since many minority students come from lower-income families and are independent of their parents' support, an adequate foundation of need-based assistance must be provided.

- Lower levels of family educational attainment, uncertain prospects for employment, and the need for immediate income may all contribute to a need to offer minority students special encouragement. States and institutions should design financial aid programs specifically to meet these needs.

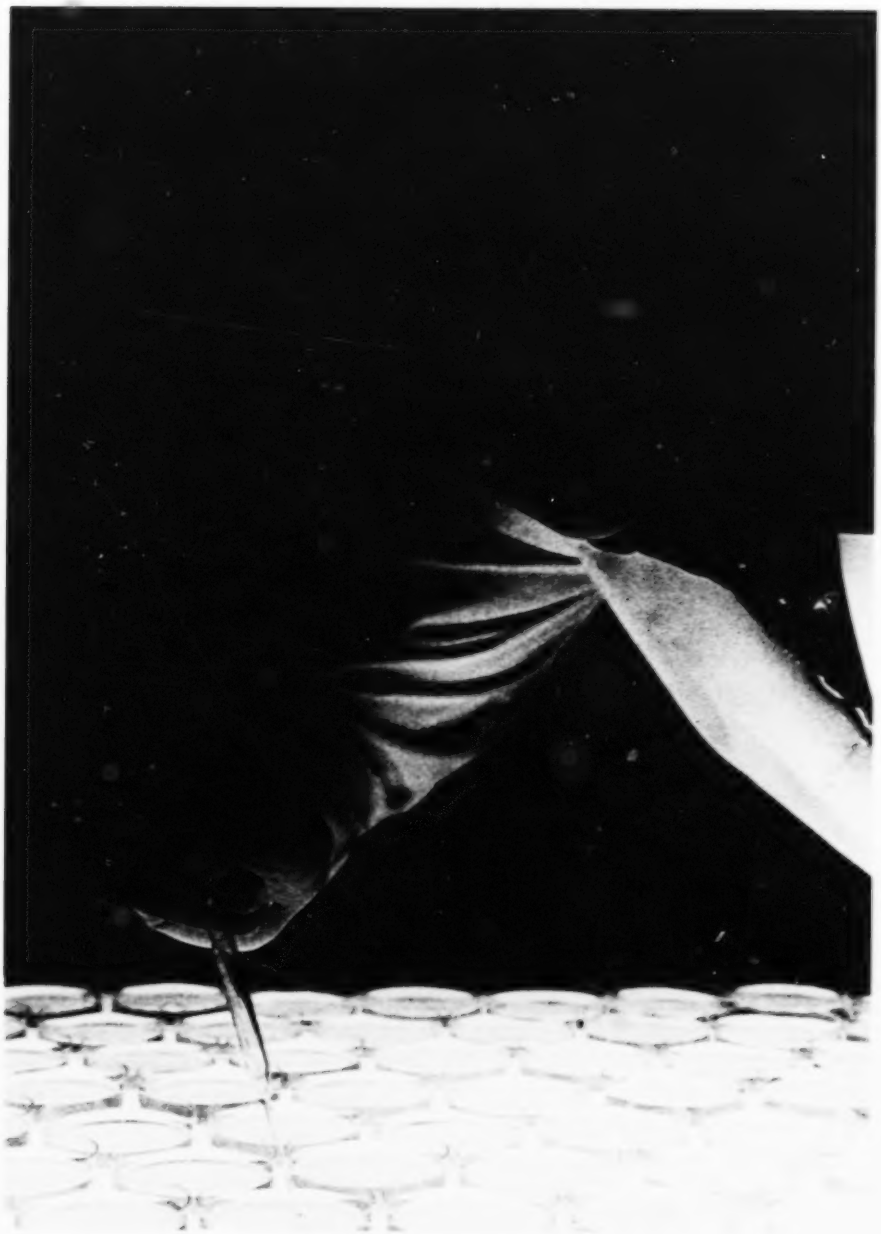
- Provide students and families with information on financial aid, and involve them in financial planning. The agencies that provide student aid should use the media and other methods of public education to increase the general awareness of financial aid. Information centers should be maintained in convenient locations where students can get help in the application process. Outreach programs staffed by professional counselors should reach down into the educational system and out to students and families.

## 20. Examine loan programs in terms of their effects on students' educational decisions and on the achievement of society's goals for education.

- One appropriate model for student financial assistance is the G. I. Bill, through which identifiable population groups received educational benefits that produced substantial returns to society as a whole. States, institutions, and the federal government should not assume that higher student debt can serve the same purposes.

- Loan programs (in particular, the federal Guaranteed Student Loan Program) should continue to provide equal access to loans, extended repayment periods, below-market interest rates and deferred interest payments. Only through such conditions will loan programs allow economically disadvantaged students to continue their education.

- States, the federal government, and private organizations should consider offering interest-free loans to minority students, as a way to encourage minority participation at a lower cost than grants while retaining the concept of individual payback.



# THE NUMBER THAT COUNTS

Five goals, 20 recommendations, even more numerous sub-recommendations. These, of course, are not the numbers that really count. What really counts is the number of minority students who will lead successful lives based on a successful education if the goals are met.

How can we begin to build this success? We must begin by building strong interrelationships. Even thoughtful observers of higher education often underestimate the extent to which its operations are isolated: institutions operate in isolation from one another; departments operate in isolation from one another; the academic function does not interface effectively with other functions such as student services. This mode of operation works against solving the problems that are described in this report. Efforts must be made to build communities of common purpose.

We must supply commitment from the top. Solutions, even the most well meaning, have often been ad hoc, isolated and organizationally marginal—special assistants for this, special programs for that. Ultimately, such an approach may be counterproductive, because it gives only an illusion of progress. That will not do. Top leadership in higher education must be required to keep the issues on their agendas for daily concern, commitment, and action. Higher levels of authority must build accountability into requirements and evaluations, so that presidents are held responsible by their boards, vice-presidents by their presidents, deans by their vice-presidents. The effort to strengthen educational opportunities for minority students must be strong and continuous at every level.

We must expand our motivations. The old motivations for strengthening educational opportunity for disadvantaged and underrepresented minorities— social justice, commitment to the maximum development of individual talent—must not be discarded. But the new motivations—recognition of the economic imperatives and of the complex meaning of educational excellence—must be intertwined with the old one. Enlightened self-interest needs to complement but not replace our traditional passion for seeing education as the path that leads both to individual opportunity and to society's well-being.

We must share responsibility for implementation. The top levels of authority in education need to work in concert. College and university leaders must work with one another, those people must work with leaders from elementary and secondary education, and educational leaders must work with legislators and other political leaders, as well as with leaders from the private sector. Everyone will be diminished by failure; everyone carries responsibility for success.

We must persevere. To expect that all of the challenges of demography and education and inequality can be successfully addressed simultaneously is to overlook the necessary connections and sequences among them. As in all educational endeavors, commitments must be long-term, sequences and progressive steps are necessary, and perseverance is essential to achieving the goals of this report.

We must begin, now.

# SOURCES

The data and other materials on which this report are based came from numerous sources. A companion staff report, *Shaping the Future of the Southwest—Background Materials on Minorities in Education and the Economy*, provides demographic data, extensive analyses of minority enrollments, workforce participation, and financial data. Readers interested in greater detail or in a more complete listing of references and sources should refer to this document, available from WICHE.

In general, the data are based on U.S. Bureau of the Census publications and standard state or institutional enrollment reports, augmented as necessary by special surveys by WICHE staff, secondary sources, or other materials. The population projections for racial and ethnic groups are based on the Census Bureau's "middle series" estimates.

The brief descriptions of exemplary programs accompanying the recommendations come from numerous sources. Readers should contact the relevant institutions or agencies directly for additional program information. More detail on some of these programs will be available in a separate WICHE report on model programs to be available in late 1987.

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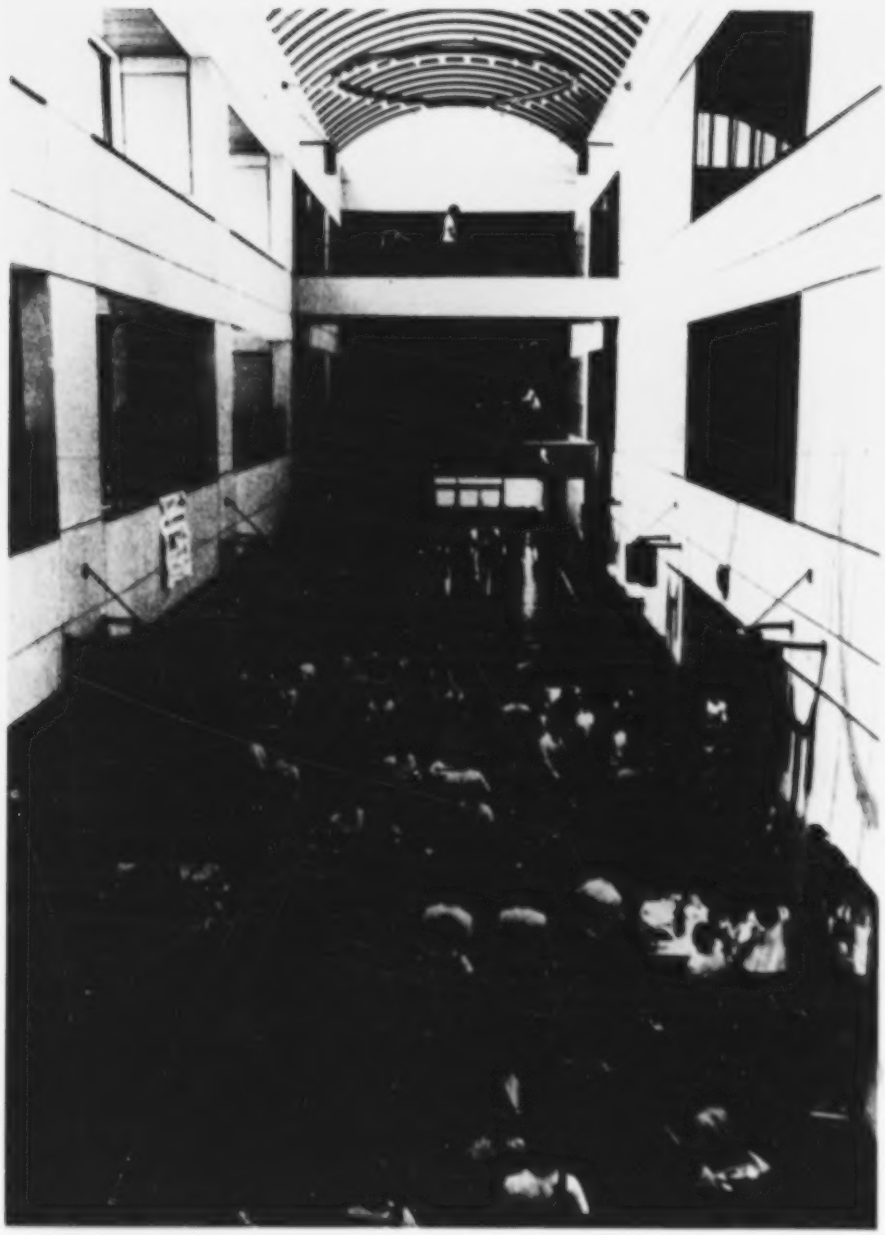

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